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Evaluation of UN-Oceans

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Evaluation of UN-Oceans" (JIU/REP/2012/3).

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EVALUATION OF UN-OCEANS

Prepared by

Mohamed Mounir Zahran
Tadanori Inomata

Joint Inspection Unit

Geneva 2012

Executive Summary

Evaluation of UN-Oceans
JIU/REP/2012/3

The General Assembly, in its resolution 66/231 on "Oceans and the law of the sea", invited the Joint Inspection Unit (para. 239) to review UN-Oceans (United Nations Oceans and Coastal Areas Network) and submit a report for consideration at the sixty-seventh session of the General Assembly. Accordingly, the JIU included this topic in its Programme of Work for 2012. UN-Oceans is a coordinating mechanism for issues relating to oceans and coastal issues. Its membership comprises 14 United Nations entities. Members pursue time-bound initiatives, through ad hoc task forces open to the participation of non-governmental organizations (NGOs) and other international stakeholders, as required.

The objective of this evaluation is to examine the UN-Oceans inter-agency mechanism and propose tangible recommendations. The Inspectors launched an exercise to map the activities of UN-Oceans members that were conducted in the last five years on oceans and coastal issues. The mapping was conducted to understand where gaps existed in the coverage of oceans and coastal issues in relation to the goals of the World Summit on Sustainable Development Johannesburg Plan of Implementation (WSSD-JPOI) as well as the Millennium Development Goals (MDGs). The Inspectors also sought the percentage of United Nations organizational joint activities on oceans and coastal issues.

The findings, conclusions and recommendations of the present evaluation will feed into the revision of the UN-Oceans Terms of Reference (ToR).

Main findings and conclusions

The mapping exercise revealed that 83 per cent of UN-Oceans members' activities were in line with Millennium Development Goals while 55 per cent were in line with WSSD-JPOI goals. In terms of the types of interventions, UN-Oceans members' activities are heavily focused in the field of investment, capacity-building followed by technical assistance, and tools for sustainable development. The heavy emphasis on investments is due largely to the bigger World Bank portfolio of projects dealing with investments.

The Inspectors realized that UN-Oceans has been unable to satisfactorily fulfil its current ToR. Two challenges build on each other. A structural weakness is related to a lack of resources, human or financial. This translates into UN-Oceans members being tasked to carry out coordination activities in their spare time. With no dedicated budget for UN-Oceans activities, annual meetings only take place by piggy-backing on other meetings. This implies that not all members can be present at the annual meetings. Given the lack of time, most of the annual meetings are taken up by presentations on what each member is working on. Due to

these challenges, UN-Oceans does not possess the resources to review relevant programmes and identify areas of joint work meaningfully. The mapping exercise found that only 14 per cent of UN-Oceans members' programmes were jointly implemented with other UN-Oceans members.

The Inspectors found that there is a proliferation of related mechanisms that deal with oceans and coastal affairs in addition to new proposed mechanisms such as the Global Partnership on Oceans (GPO). All existing and new mechanisms must be taken into consideration to ensure harmony among them.

The Inspectors conclude that leadership of UN-Oceans needs to be placed higher up the management line, following the examples of UN-Energy and UN-Water. This would provide access to the Chief Executives Board for Coordination High Level Committee on Programmes (CEB/HLCP) and rally the support of executive heads to participate in and contribute to the work of UN-Oceans. **The Inspectors note that political will is required to ensure the sustainability of UN-Oceans.**

The Inspectors found limited coordination and cooperation between UN-Oceans, UN-Water and UN-Energy. With tight resources, coordination and cooperation amongst the three is badly needed. CEB must ensure that the three mechanisms institutionalize their coordination efforts.

Concerns have been raised by a number of member States regarding a perceived lack of reporting of UN-Oceans activities. This report finds that reporting of UN-Oceans activities actually occurs at two levels. Firstly, keeping in mind that UN-Ocean is a coordinating but not an implementing mechanism, each member implements activities through their respective organizations upon coordination with other members. Consequently, reporting on ocean and coastal affairs already occurs by the members' regular reporting mechanisms through various executive heads to their legislative/governing bodies. Secondly, reporting is also conducted in the context of UN-Oceans annual meeting outcomes which are transparently published on the UN-Oceans website. In order to dispel any misperceptions, the report recommends that guidelines or clear internal working procedures should be developed. Such guidelines or internal working procedures would similarly clarify other governance issues such as decision-making, membership, meetings and task force arrangements. The Inspectors also recommend that better coherence be pursued by member States at the national level particularly in the light of the Rio+20 outcome which has identified nine priority areas for future work on oceans.

The draft Oceans Compact and the proposed creation of an Oceans Advisory Group, the suggested Global Partnership on Oceans, would provide strategic opportunities for UN-Oceans to articulate and cement their roles and niche in this important area of the United Nations work. However, if UN-Oceans is tasked to oversee the implementation of the draft Oceans Compact, it needs the minimum resources to do so including a small dedicated secretariat.

In conclusion, the Inspectors found that ocean affairs have received low visibility and priority in the United Nations system. Further, they note that UN-Oceans has not yet been able to demonstrate its full "value added" due to its structural weaknesses and lack of resources and should be given a fair chance, with the proper resources, to carry out the work it was mandated to do in order to fully realize its potential.

This report contains five recommendations: two addressed to the Secretary-General as chair of CEB and three for the consideration of the General Assembly and other legislative and governing bodies. The recommendations are as follows:

Recommendation 1: The General Assembly should recommend at its sixty-seventh session that a national focal point on oceans and related issues in each country be established, if it does not exist, to enhance communication between delegates of the same country with the various United Nations meetings/entities dealing with oceans and coastal issues, to ensure coherence of the relevant national positions.

Recommendation 2: The Secretary-General, as the chair of the Chief Executives Board for Coordination, should request UN-Oceans to revise its Terms of Reference, which should be reviewed periodically every three to four years, paying particular attention to avoiding possible overlaps with existing mechanisms and taking into consideration the relevant outcomes of Rio+20.

Recommendation 3: The legislative and governing bodies of the organizations that are members of UN-Oceans should, not later than 2013, direct their executive heads to mobilize the necessary resources to establish a small dedicated secretariat to work on UN-Oceans, taking into consideration the experience of other United Nations mechanisms.

Recommendation 4: The Secretary-General, as the chair of the Chief Executives Board for Coordination, should, not later than 2013, direct the High Level Committee on Programmes to develop operational guidelines (internal working procedures) for UN-Oceans' decision making, membership, meetings and task force arrangements and clarify reporting and other governance issues.

Recommendation 5: The General Assembly at its sixty-seventh session should request the Secretary-General, as the chair of the Chief Executives Board for Coordination, to ensure that the three mechanisms, namely UN-Oceans, UN-Energy and UN-Water, institutionalize their coordination efforts under the High Level Committee on Programmes.

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Abbreviations

ACC	Administrative Committee on Coordination
ACC-SOCA	Subcommittee on Oceans and Coastal Areas of the Administrative Committee on Coordination
CBD	Convention on Biological Diversity
CEB	Chief Executives Board for Coordination
EMG	Environment Management Group
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
GESAMP	Group of Experts on the Scientific Aspects of Marine Environmental Protection
GPO	Global Partnership for Oceans
GPA	Global Programme of Action for the Protection of the Marine Environment from Land-based Activities
HLCP	High Level Committee on Programmes
IAEA	International Atomic Energy Agency
ICP	Informal Consultative Process
ICSPRO	UNESCO Inter-Secretariat Committee on Scientific Programmes Relating to Oceanography
ILO	International Labour Organization
IMO	International Maritime Organization
IOC-UNESCO	Intergovernmental Oceanographic Commission of the United Nations Educational, Scientific and Cultural Organization
ISA	International Seabed Authority
JIU	Joint Inspection Unit
JPOI	Johannesburg Plan of Implementation
MDGs	Millennium Development Goals
NGO	Non-governmental organization
OAG	Oceans Advisory Group
Rio+20	United Nations Conference on Sustainable Development
SOCA	Sub-Committee on Oceans and Coastal Areas
ToR	Terms of Reference

UNDESA	United Nations Department of Economic and Social Affairs
UNDOALOS	Division for Ocean Affairs and Law of the Sea, United Nations Office of Legal Affairs
UNCED	United Nations Conference on Environment and Development
UNCLOS	United Nations Convention on the Law of the Sea
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization
UN-Oceans	United Nations Oceans and Coastal Areas Network
UN-OHRLLS	Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States
UNWTO	United Nations World Tourism Organization
WB	World Bank
WMO	World Meteorological Organization
WSSD	World Summit on Sustainable Development

I. Introduction

A. Background

1. The United Nations Convention on the Law of the Sea (UNCLOS) provides the comprehensive legal regime for the world's oceans and seas and governs all uses of the oceans and their resources. There are 162[1] States parties to the United Nations Convention on the Law of the Sea (UNCLOS), including the European Union. UNCLOS comprises provisions related to delimitation, navigation, protection and preservation of the marine environment, management of living and non-living resources, marine scientific research, transfer of marine technology and the settlement of disputes. United Nations activities dealing with oceans and coastal issues are to a great extent covered by UNCLOS which assigns specific functions to the Secretary-General and contains a number of references to "competent international organizations" with an explicit mention of the Food and Agriculture Organization of the United Nations (FAO), the Intergovernmental Oceanographic Commission of UNESCO (IOC-UNESCO), the International Maritime Organization (IMO) and the United Nations Environment Programme (UNEP).

2. The United Nations Conference on Environment and Development ("The Earth Summit") in 1992 adopted Agenda 21 — an international programme of action for global sustainable development for the twenty-first century. Chapter 17 of Agenda 21 specifically deals with the protection of oceans and rational use and development of their living resources. To present a coordinated and comprehensive view of United Nations bodies' activities in support of chapter 17, the Subcommittee on Oceans and Coastal Areas of the Administrative Committee on Coordination (ACC-SOCA) was formed in 1993 to deal with oceans and coastal issues.

3. Following a review of coordination mechanisms of the ACC in November 2001, it was concluded that all existing United Nations subsidiary bodies should cease to exist by the end of 2001 and that future inter-agency support requirements would best be handled through ad hoc, time-bound, task-oriented arrangements, using a lead agency approach. Subsequent consultations between the United Nations funds, programmes and agencies participating in the coordination of oceans and coasts indicated strong interest in developing a new inter-agency coordinating mechanism.

4. In September 2003, the United Nations High Level Committee on Programmes (HLCP) approved the creation of an Oceans and Coastal Areas Network (subsequently named "UN-Oceans") to build on SOCA, covering a wide range of issues and composed of the relevant programmes, entities, organizations and specialized agencies of the United Nations system and the secretariats of the relevant international conventions, including the International Seabed Authority (ISA) and the Convention on Biological Diversity (CBD). Following

[1] Status of the United Nations Convention on the Law of the Sea, of the Agreement relating to the Implementation of Part XI of the Convention and of the Agreement for the implementation of the provisions of the Convention relating to the conversation and management of straddling fish stocks and highly migratory fish stocks, current as of September 20, 2011. Notable absentees (countries with coastal areas) from ratifying the Convention are Cambodia, Colombia, the Democratic People's Republic of Korea, Eritrea, the Islamic Republic of Iran, Israel, Kazakhstan, Libya, Peru, the Syrian Arab Republic, Timor-Leste, Turkey, Turkmenistan, the United Arab Emirates, the United States of America and Venezuela (Bolivarian Republic of).

recommendations from the Informal Consultative Process (ICP) and taking into account the decisions of the World Summit on Sustainable Development (WSSD),[2] the General Assembly[3] invited the Secretary-General to establish an effective, transparent and regular inter-agency coordination mechanism on oceans and coastal issues. The Chief Executive Board endorsed in 2003 the establishment of UN-Oceans which was approved by the sixth meeting of HLCP.[4] Consequently, IOC-UNESCO hosted the first meeting of UN-Oceans in January 2005.

5. When the UN-Oceans mechanism came into being in 2003, its Terms of Reference (ToR) were presented to the United Nations Open-Ended Informal Consultative Process on Oceans and Law of the Sea[5] at its fifth meeting. The ToR are as follows:

Box 1
Terms of Reference of UN-Oceans[6]

1. Strengthening coordination and cooperation of the United Nations activities related to oceans and coastal areas;
2. Reviewing the relevant programmes and activities of the United Nations system, undertaken as part of their contribution to the implementation of the United Nations Convention on the Law of the Sea (UNCLOS), Agenda 21, and the Johannesburg Plan Of Implementation (JPOI);
3. Identification of emerging issues, the definition of joint actions, and the establishment of relevant task teams as appropriate;
4. Promoting the integrated management of ocean at the international level;
5. Facilitating, as appropriate, the inputs to the annual report of the Secretary-General on oceans and the law of the sea;
6. Promoting the coherence of the United Nations system activities on oceans and coastal areas in accordance with the mandates of the General Assembly, and the priorities contained in the Millennium Development Goals (MDGs), the JPOI and of governing bodies of all UN-Oceans members.

[2] Rio 2012 Issues Briefs Oceans No. 4 prepared by UNCSD Secretariat Rio+20 United Nations Conference on Sustainable Development. Para 2 (e), p. 2.

[3] The General Assembly, in its successive resolutions, inter alia 56/12, 57/141 and 58/240, requested the United Nations Secretary-General to ensure more effective coordination among relevant entities of the United Nations Secretariat as well as related organizations of the United Nations system on "oceans and coastal issues", "issues relating to oceans and seas" including the establishment of "transparent and regular inter-agency coordination mechanism for issues relating to oceans and seas" within the United Nations system.

[4] CEB/2003/7.

[5] See A/59/122, para. 21.

[6] *Ibid.*

6. UN-Oceans is made up of 14 United Nations entities.[7] UN-Oceans members as of January 2012 are listed in box 2 below.

Box 2
UN-Oceans members

Convention on Biological Diversity Secretariat (CBD)
Food and Agriculture Organization of the United Nations (FAO)
International Atomic Energy Agency (IAEA)
International Labour Organizations (ILO)
International Maritime Organization (IMO)
International Seabed Authority (ISA)
United Nations Department of Economic and Social Affairs (UN DESA) and United Nations Office of Legal Affairs, Division for Ocean Affairs and Law of the Sea (UN DOALOS)
United Nations Development Programme (UNDP)
Intergovernmental Oceanographic Commission of the United Nations Educational, Scientific and Cultural Organization (IOC-UNESCO)
United Nations Environment Programme (UNEP)
United Nations Industrial Development Organization (UNIDO)
United Nations World Tourism Organization (UNWTO)
World Bank (WB)
World Meteorological Organization (WMO)

7. Any secretariat in the United Nations system can become a member of UN-Oceans by expressing its will to do so. Relevant international NGOs and other stakeholders are occasionally invited to participate in the work of UN-Oceans through its task forces. UN-Oceans is led by a coordinator (currently UNDP) supported by a deputy coordinator (UNEP). These positions are supposed to rotate every two years; UN-Oceans does not have a dedicated secretariat, staff or budget to undertake its activities.

B. Objective and Scope

8. The General Assembly in its resolution 66/231[8] on "Oceans and the law of the sea" invited the Joint Inspection Unit (JIU) to review UN-Oceans and submit a

[7] As two members (DESA and DOALOS) are part of the United Nations Secretariat and responded to the JIU questionnaires and interview requests jointly, they are considered one entity and therefore reference is made to 14 members throughout the report.

[8] General Assembly resolution 66/231, para. 239.

report for consideration at its sixty-seventh session. In parallel, a proposal for such a review was submitted to the JIU by UN-Oceans for its Programme of Work (PoW) for 2012. At the same time UN-Oceans was requested by the General Assembly "to submit to the Assembly draft terms of reference for its work, to be considered by the Assembly at the sixty-seventh session with a view to reviewing the mandate of UN-Oceans and enhancing transparency and reporting of its activities to member States".[9]

9. The objective of this evaluation is to examine the UN-Oceans inter-agency mechanism and propose tangible recommendations. The evaluation questions were structured around the following evaluation criteria:

- **Relevance**: Does UN-Oceans have a clear mandate and role to play and doing it correctly?
- **Coherence**: Do members share the same vision, understanding of the mechanism and do they work in coherence with the mandates?
- **Efficiency**: Is it structured and does it have systems and processes in place to fulfil its mandate effectively?
- **Effectiveness**: How far is it achieving its objectives?
- **Sustainability**: Can UN-Oceans continue as a mechanism, what factors threaten its continuation, relevance and effectiveness and what measures have been put in place?

10. The scope of the evaluation is system-wide, covering all UN-Oceans member organizations/entities (see box 2 for the full list of members). In addition, the Inspectors sought inputs of non-members such as the Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States (UN-OHRLLS) and interviews with the executive heads of IMO, IOC-UNESCO, UNEP, WMO and UNIDO, as the chair of UN-Energy to gain a better understanding of the strategic importance of UN-Oceans and to benefit from the experience of a similar United Nations mechanism. The report does not evaluate the effectiveness of the individual activities undertaken by UN-Oceans members but rather evaluates UN-Oceans as a mechanism.

11. In addition, the report reflects the views and inputs of selected Member States through a questionnaire. In addition selected member States were engaged with the JIU Inspectors in face-to-face interviews.[10]

C. Methodology

12. The methodology consisted of a preliminary desk review which included a review of publicly available documentation on UN-Oceans and other relevant mechanisms. An inception paper was developed based on preliminary research documents and scoping interviews held with selected members of UN-Oceans.

[9] Ibid.

[10] Australia, Argentina, Brazil, Egypt, Japan, Norway, United States of America.

Questionnaires were sent to all UN-Oceans members, with a response rate of 11[11] out of 14 sent.[12] Specifically tailored questionnaires were sent to 48 coastal and small island Member States, of which the response rate was 14[13] out of 48.

13. Concretely the findings, conclusions and recommendations of the present report would feed into the revision of the UN-Oceans ToR.

14. In addition, the JIU, jointly with the UN-Oceans coordinator, launched an exercise to map out the activities of UN-Oceans members conducted in the last five years on oceans and coastal issues. The mapping was conducted to identify the coverage of oceans and coastal issues in relation to the World Summit on Sustainable Development Johannesburg Plan of Implementation (WSSD-JPOI) goals as well as the Millennium Development Goals (MDGs). The Inspectors sought the percentage of United Nations organizational activities on oceans and coastal issues that were being carried out jointly. The mapping template was developed by UN-Oceans while JIU added specific questions. The JIU received a response rate of 11[14] out of 14. The results will be shared with UN-Oceans for their analysis and use after the completion of this report.

15. The Inspectors also conducted interviews with key officials of the UN-Oceans members[15] in Geneva, London, New York, Paris, Rome, Vienna and Washington, D.C., including via video/teleconference.

16. In parallel, the Inspectors studied UN-Water and UN-Energy mechanisms, created at the same time as UN-Oceans, seeking to undertake a comparative analysis and identify potential good practices in the area of their mandates, vision, leadership and institutional structuring and finances. The comparison table in annex II provide details of the work done by comparing the three United Nations mechanisms out of which good practices and suggestions for improvements in UN-Oceans are provided throughout the report.

17. The Inspectors prepared this report in the lead up to the Rio+20 conference and finalized it immediately after it was concluded. Discussions were also taking place on the importance and future role of oceans and coastal issues in the United Nations context. **The Inspectors therefore took into account that 2012 events would greatly impact and affect the future of UN-Oceans. The findings, conclusions and recommendations are valid bearing in mind the outcomes of Rio+20 although the scale and intensity of the recommendations will vary depending on what level of importance the international community assigns oceans and coastal affairs.**

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[11] UNWTO informed the Inspectors that they were not involved in UN-Oceans and did not reply to the questionnaire. CBD did not reply to correspondence sent by the JIU in this regard.

[12] Although there are 15 members, two (DESA and DOALOS) belong to the United Nations Secretariat and they provided their answers to the JIU jointly.

[13] Argentina, Australia, Brazil, China, Egypt, France, Germany, Japan, Kenya, Mexico, Russian Federation, South Africa, Spain and the United States of America responded to the JIU questionnaire. See annex III for the full list of those Member States.

[14] FAO, IAEA, ILO, IMO, ISA, UNDOALOS/DESA, UNDP, UNEP, IOC-UNESCO, UNIDO, World Bank responded to the request for the mapping exercise. FAO noted that its submission was not a comprehensive list of every single activity but a reflection of some of its major projects and programmes.

[15] UN DESA, UN DOALOS, FAO, IAEA, ILO, IMO, ISA, UNDP, IOC-UNESCO, UNEP, UNIDO, World Bank and WMO were interviewed.

18. Comments from relevant organizations on the draft report were taken into account in finalizing the report. In accordance with article 11.2 of the JIU Statute, this report has been finalized after consultation among the Inspectors so as to test its conclusions and recommendations against the collective wisdom of the Unit.

19. To facilitate the handling of the report and the implementation of its recommendations and the monitoring thereof, annex IV contains a table indicating whether the report is submitted to the organizations concerned for action or for information. The table identifies those recommendations relevant for each organization, specifying whether they require a decision by the organization's legislative or governing body or can be acted upon by the organization's executive head.

20. The Inspectors wish to express their appreciation to all who assisted them in the preparation of this report, and particularly to those who participated in the interviews and so willingly shared their knowledge and expertise.

II. Achievements and challenges

A. Relevance

a. Contextual environment

21. With the dismantling of ACC-SOCA,[16] there was a need for an inter-agency mechanism such as UN-Oceans to be established. Its stated ToR responded to the needs expressed by the ICP discussions and subsequent General Assembly meetings. At the 5th meeting of the Informal Consultative Process (ICP), "It was also emphasized that UN-Oceans had been established as an inter-agency coordinating mechanism for issues relating to oceans and seas within the United Nations system to function within the mandate set out in General Assembly resolution 58/240".[17]

22. At the time of the creation of UN-Oceans, other oceans-related mechanisms did exist, such as the UNESCO Inter-Secretariat Committee on Scientific Programmes Relating to Oceanography (ICSPRO)[18] housed in UNESCO, the Group of Experts on the Scientific Aspects of Marine Environmental Protection[19]

[16] See paragraph 1.

[17] A/59/122, para. 23.

[18] See paras. 1-4 above. ICS-PRO, the Inter-Secretariat Committee on Scientific Programmes relating to Oceanography, is housed in UNESCO. The objective of ICS-PRO is to contribute to the development of effective forms of cooperating between organizations of the United Nations system substantially concerned with oceanic programmes and thus to avoid duplication and overlapping in the planning and implementation of an expanded programme of international cooperation in marine science, as desired by the international community. (IOC/EC-II/11 Paris, 13 March 1973; SC.73/CONF.210/11).

[19] GESAMP is a group of experts constituted in 1969 that advised the United Nations system on the scientific aspects of marine environmental protection and is sponsored by IMO, FAO, IOC-UNESCO, WMO, IAEA, UN, UNEP, UNIDO, and UNDP. It is a joint advisory mechanism to provide a cross-sectoral, interdisciplinary, and science-based approach to international policy development in marine environmental affairs, and is also to meet the practical requirement for coordination and cooperation amongst UN organizations. It provides authoritative, independent, interdisciplinary scientific advice to these organizations and Governments to support the protection and sustainable use of the marine environment. The last P in the acronym GESAMP originally stood for "pollution" but was changed to "protection" in 2007/2008. (From GESAMP brochure available at www.gesamp.org.)

(GESAMP) and the Environment Management Group (EMG)[20] led by UNEP. Although the first two deal specifically with marine environmental protection, UN-Oceans has a broader mandate, namely Agenda 21, JPOI, MDGs and mandates of all its member organizations, there are some overlaps with the work of these mechanisms.

23. **The Inspectors note that the discussions and the subsequent TOR for UN-Oceans did not take into account how these overlaps would be avoided in the work of UN-Oceans. GESAMP shares 9 out of the 14 UN-Oceans members and should ensure complementarity with the UN-Oceans mechanism. However, the work of UN-Oceans could have been more tightly focused if there had been a better division of responsibilities for the mechanisms mapped out from the inception of UN-Oceans. Furthermore, some of the members of UN-Oceans are in fact treaty bodies, operating under specific legal mandates (namely CBD and ISA). Taking this into account, it is particularly important that the ToR accurately reflect the division of responsibilities of the UN-Oceans members in accordance with their legal mandates. The Global Partnership for Oceans (GPO)[21] initiated by the World Bank, and supported by FAO, IOC-UNESCO, UNDP and UNEP, should enhance the relevance of UN-Oceans' raison d'etre. GPO was established as a platform for action with clear goals and a commitment to finance investments that generate jobs, support green-blue economic growth, maintain food productivity of the ocean, and protect the health of the oceans. In any strategic thinking of UN-Oceans, all of these and other mechanisms including ICP, the Regular Process and GPA must be taken into consideration to ensure that the plethora of mechanisms, at both the regional and global scale, does not dilute the relevance and coordination capacity of UN-Oceans.**

24. The Secretary-General has requested the HLCP in 2012 to take the lead to develop a draft Oceans Compact,[22] which was not included in Rio+20 outcomes, and an accompanying Action Plan. The Oceans Compact draft proposes that UN-Oceans would take the overall coordination role to implement the Action Plan on oceans. The draft Oceans Compact was, interestingly, drawn up by a group of experts with the HLCP taking the lead to coordinate it, without UN-Oceans being tasked to lead or even participate in the drafting exercise. Although the draft Oceans Compact, if implemented, will impact the UN-Oceans dramatically, UN-Oceans

[20] EMG is a system-wide coordination body made up of specialized agencies, programmes and organs of the United Nations including the secretariat of the multilateral environmental agreements. It is chaired by the Director of UNEP and supported by a secretariat provided by UNEP. EMG is tasked to further inter-agency cooperation in support of the implementation of the international environmental and human settlement agenda, it identifies issues that warrant joint efforts and finds ways of engaging its collective capacity in coherent management responses. The areas in which EMG works overlaps with UN-Oceans work in some of its issues groups (http://www.unemg.org/Home/tabid/1120/Default.aspx).

[21] In preparation for the development of the GPO, the World Bank has held four key events including initial consultations in September 2011, announcement of GPO along with 25 organizations in February 2012, preparation of a discussion paper describing GPOs goals and structure with participation from more than 70 organizations and a collaborative process with the 70 partners to prepared the GPO's Declaration for Rio+20. (From Global Partnership for Oceans website http://www.globalpartnershipforoceans.org.).

[22] The Oceans Compact: Healthy Oceans for Prosperity. An Initiative of the United Nations Secretary-General, draft of 30 April 2012.

members who are part of HLCP were consulted on each round of the draft compact through their respective organizations, but not UN-Oceans as a mechanism. This led to some members, such as ISA, which has not yet subscribed to the Statue of ICSC and which do not participate in the HLCP, to not be consulted in any manner. Furthermore, consideration should be given to the relationship between United Nations common system members of UN-Oceans and those members that are outside the HLCP/United Nations common system, such as ISA.

25. It is worth noting that the United Nations Conference on Sustainable Development (Rio+20) final document of June 2012, "The Future We Want", included outcomes on oceans, fisheries and biodiversity with targets and goals.

b. Terms of Reference (ToR)

26. Keeping in mind that the UN-Oceans mechanism was created for coordination purposes within the United Nations system, the ToR are generally within the scope of the mechanism. However, the third item in the ToR which reads "Identification of emerging issues", may not be appropriate for UN-Oceans to address in a vacuum. Some UN-Oceans members disagree, noting that UN-Oceans should have the scope and flexibility to address emerging and future issues. It was clearly stated by ICP at its 5th meeting that "One delegation underlined that UN-Oceans should not be asked to deal with subjects on which there was no international consensus, as this would divert it from its mandate and burden it with political issues that went beyond its powers".[23] **The Inspectors are of the opinion that this understanding should have been used to clearly identify what are the issues which had received international consensus and those that had not, so member States could conceive the work plan or priority list of UN-Oceans on an annual basis.** This has never been clearly articulated in the past and UN-Oceans has acted within the very broad scope of its ToR which identifies JPOI, Agenda 21, MDGs and the mandates of all governing bodies of UN-Oceans members.

27. The Inspectors consider this as a fundamental flaw in the conception of UN-Oceans. Unless there is a clear mandate-giving and priority-setting entity that encompasses the entire membership of UN-Oceans, it would be difficult to expect all its members to come together to coordinate on common issues. The ToR states in its last point that the priorities should stem from MDGs, JPOI and, in addition, "governing bodies of all UN-Oceans members".[24] Consolidating and promoting coherence amongst such a vast body of mandates is a herculean task not only by its sheer volume but by the incoherence of their various mandates.

28. The Inspectors have been informed during interviews that there is a divergence of mandates and priorities given by member States to various legislative and governing bodies of the UN-Oceans members. **Unless there was a clear mandate given to all members, it would be difficult for UN-Oceans members to find one platform on which UN-Oceans could begin to coordinate and ensure coherence. Some member States indicated to the Inspectors that this results from a lack of coordination by some member States in their respective capitals and lack of coherence and communication between their national representatives in the**

[23] A/59/122, para. 23.

[24] ToR of UN-Oceans as presented to United Nations Informal Consultative Process on Oceans and Law of the Sea at its Fifth Meeting (A/59/122, para. 21).

different legislative and governing bodies. Hence, the implementation of the following recommendation will enhance coherence and effectiveness.

> **Recommendation 1: The General Assembly should recommend at its sixty-seventh session that a national focal point on oceans and related issues in each country be established, if it does not exist, to enhance communication between delegates of the same country with the various United Nations meetings/entities dealing with oceans and coastal issues, to ensure coherence of the relevant national positions.**

29. The Inspectors understand that the draft Oceans Compact[25] proposes the establishment of an Oceans Advisory Group (OAG) which would consist of high-level policy makers, scientists, leading ocean experts, private-sector representatives and executive heads of involved United Nations system organizations. The Advisory Group would be then expected to provide new focus and direction for the work of UN-Oceans and to implement the draft Oceans Compact and its Action Plan. **The Inspectors suggest that the pros and cons of such an advisory group be seriously considered in order to enhance coordination and coherence of the United Nations and speak with one voice on oceans and coastal affairs issues, thus avoiding any conflict with the specific legal mandates created by relevant multilateral treaties.**

30. The Inspectors were made aware of a wide-ranging scope of activities that fit under the umbrella of oceans and coastal issues. New issues are emerging, ranging from traditional climate change concerns, aquaculture and fishing to shipp...g and piracy. In addition, links between energy and water issues are emerging and joint programming and actions are taking place on the ground. The Inspectors therefore find that the current ToR are skewed in favour of environmental protection and less on the socio-economic aspects related to oceans (such as ILO's mandate for decent work for those working on the oceans, shipping, piracy/terrorism, etc.) The Inspectors understand that this is due to the fact that the current ToR was based on the outcomes of the JPOI. **However, if it is to be a system-wide coordination mechanism on all issues related to the oceans and coastal issues and to truly encompass the full range of activities the United Nations system engages in under the oceans umbrella, a future revision of the ToR may need to enlarge the scope of UN-Oceans mechanism, but only if it will be provided with required resources, to cover those issues that may not necessarily be within an environmental protection angle.**

31. **The Inspectors conclude that the ToR of UN-Oceans are quite vague and believe it would be difficult to operationalize coordination and coherence at the agency/organization levels. A rethink as to how to operationalize the ToR and to establish work plans and clear indicators or targets would help ensure coordination of UN-Oceans. Its ToR should be reviewed periodically, at least every three to four years, to ensure relevance and coherence.**

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[25] From "The Oceans Compact: Healthy Oceans for Prosperity. An Initiative of the United Nations Secretary-General", draft of 30 April 2012.

The implementation of the following recommendation will contribute to enhanced coherence and effectiveness.

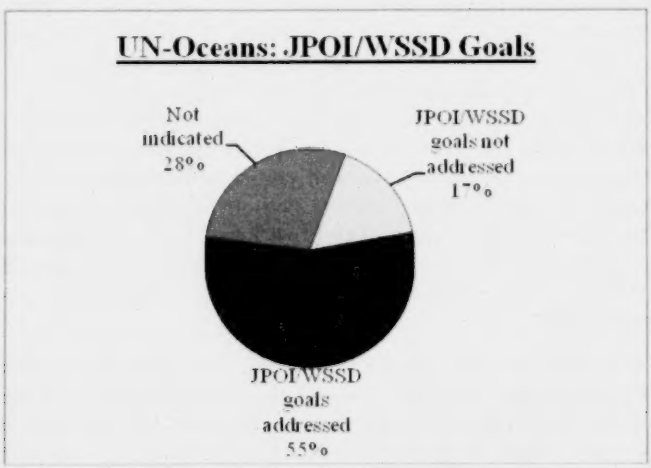
Recommendation 2: The Secretary-General, as the chair of the CEB, should request UN-Oceans to revise its Terms of Reference, which should be reviewed periodically every three to four years, paying particular attention to avoiding possible overlaps with existing mechanisms and taking into consideration the relevant outcomes of Rio+20.

B. Coherence

a. Johannesburg Plan of Implementation and Millennium Development Goals

32. UN-Oceans was tasked to promote implementation of the JPOI goals and the MDGs and to coordinate relevant work across organizations in its ToR items 2 and 6. Through the mapping exercise conducted in the context of the present report, the Inspectors sought UN-Oceans members to indicate whether projects implemented in the last five years were linked to the JPOI goals or the MDGs and, if so, which ones.[26] Figures 1 and 2 below give a snapshot on the number of projects related to the JPOI and MDGs that UN-Oceans members have implemented.

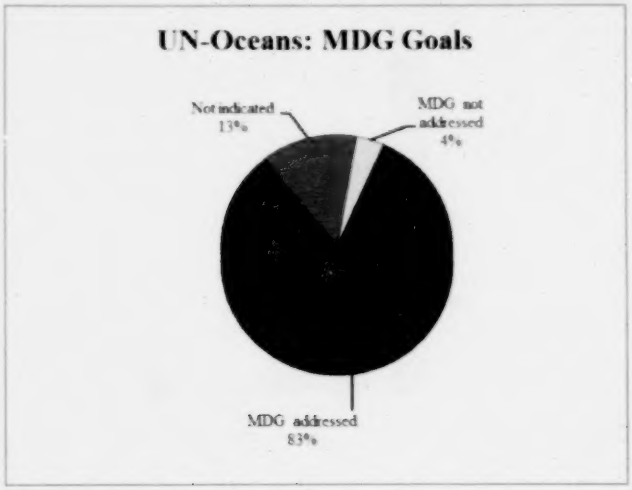
Figure 1
UN-Oceans members' activities strategically linked to Johannesburg Plan of Implementation



Source: JIU mapping.

[26] The 11 UN-Oceans members that responded to the request for mapping information reported to the JIU on a total of 488 projects/programmes.

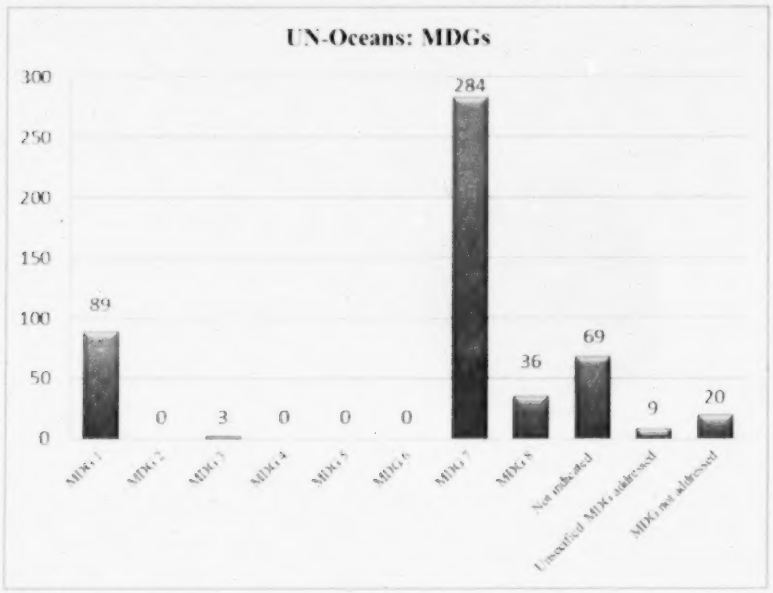
Figure 2
UN-Oceans members' activities strategically linked to Millennium Development Goals



Source: JIU mapping.

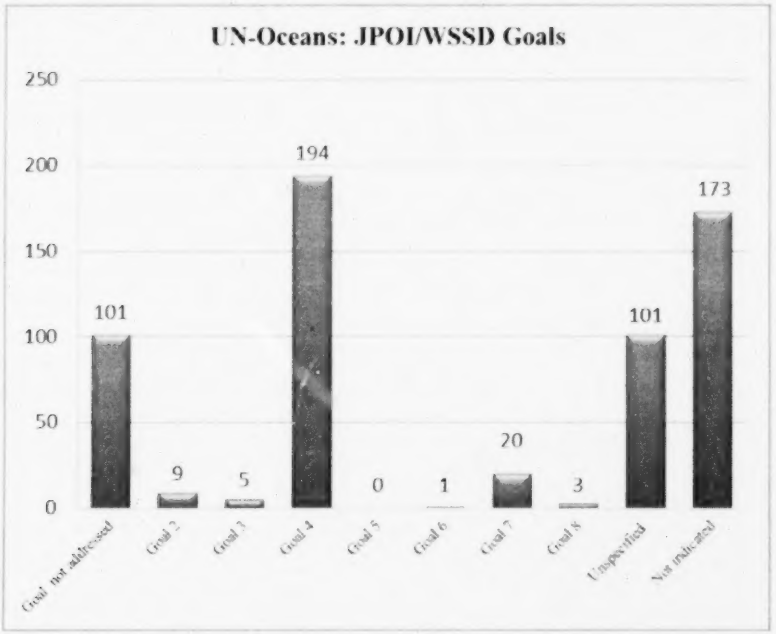
33. The Inspectors note that many of the reported projects are in line with the JPOI and MDG goals as mandated in their ToR. The mapping found that overall projects were more aligned with the Millennium Development Goals (83 per cent) and, in particular, were related to Goal 7: Ensure environmental sustainability. Below is a breakdown of activities on which JPOI and MDGs the UN-Oceans members have worked in the past five years.

Figure 3
UN-Oceans members' activities aligned with MDGs



Source: JIU mapping.

Figure 4
UN-Oceans members' activities aligned with JPOI



Source: JIU mapping.

34. **The Inspectors conclude that UN-Oceans members have undertaken activities in coherence with their ToR items 2 and 6.[27] Further work should be undertaken to ensure that there is a wider spread of coverage by UN-Oceans members on the full range of the JPOI goals on oceans and related issues as well as to diversify activities in the range of intervention types.**

b. Vision

35. The review of the UN-Oceans members' vision, role and future of UN-Oceans showed that there is a weak coherence on the current mandate and future vision amongst the members. Further, member States were also not very clear on the mandate and role of UN-Oceans.

36. The Inspectors noted that UN-Oceans members themselves showed a varying degree of awareness of UN-Oceans. Certain organizations, although members of UN-Oceans, informed the Inspectors that they were not active members, that they hardly ever participated in UN-Oceans or that because it was not in their organization's work programme they did not have any activity within their respective organizations and thus were unable to respond to requests for interviews.[28]

37. The Inspectors asked UN-Oceans members about what they believed was the vision and mission of UN-Oceans. Although the Inspectors received a wide range of replies, the general trend and common understanding was that it was an internal coordination mechanism on issues related to oceans and coastal affairs. Members' vision diverged, however, on the future strategic vision of UN-Oceans ranging from the belief that UN-Oceans should stay as an ad hoc mechanism that needed to be flexible without any institutional arrangements nor reporting to external parties, to those that were frustrated by the current internal and inward looking nature of the mechanism and desire to expand UN-Oceans to include the scientific community and/or NGOs to better coordinate across all relevant partners.

38. The proposed Secretary-General's draft Oceans Compact provides a clearer role and mission for UN-Oceans to serve "... as the key platform for catalysing UN system-wide cooperation and arrangements for implementing the Oceans Compact and its Action Plan".[29] If the Secretary-General's proposal is accepted then the future mandate and vision of UN-Oceans will be more clearly articulated.

39. The Inspectors further invited member States to discuss whether they felt that the UN-Oceans members viewed the mission and vision of UN-Oceans coherently and what role they wanted them to play in the future. Here again, mirroring the response of UN-Oceans themselves, a few member States admitted to having never heard of UN-Oceans until 2010, while some other member States confirmed that it was an internal mechanism for coordination. The Inspectors learned, through questionnaire responses, that the majority of replies of member States did not understand what the vision/purpose of UN-Oceans was, they had never seen reports

[27] Refer to box 1.

[28] UNWTO requested that the JIU not ask any further questions on UN-Oceans related matters. CBD did not respond to any correspondence sent by JIU.

[29] The Oceans Compact: Healthy Oceans for Prosperity. An Initiative of the United Nations Secretary-General, draft of 30 April 2012.

about what was done and that they would need more information in order to answer the questions.

40. Both UN-Oceans members and some member States were coincidentally in agreement that the UN-Oceans mechanism had an important role to play and that there was a need to clearly articulate its vision, mission and ToR for the future. The Inspectors point out that the outcome of the proposed draft Oceans Compact will greatly impact UN-Oceans. In the event that the draft Oceans Compact does not go forward, UN-Oceans member entities will need to reach a consensus on how to strategically place them taking into consideration the discussions on the Global Partnership on Oceans.

C. Efficiency

41. The Inspectors reviewed whether UN-Oceans was structured effectively and whether the resources, systems and processes were in place to fulfil its mandate/ToR effectively. The mechanism, as the Inspectors found, does not have any resources, financial or human, translating into no dedicated secretariat/staff or travel budget. With these limited means, the efficiency of UN-Oceans is modest and thus needs improvement.

a. Challenges

42. Delivering new mandates without budgets/resources to back up secretariat work is not an infrequent occurrence in the United Nations. However, the direct consequence of this, in the context of UN-Oceans, is that it was not able to amply fulfil its full potential since its creation in 2003. The Inspectors find that for most of the mechanism members this is not due to a lack of will and motivation but to the lack of resources in terms of time and financing. Within this context, UN-Oceans active members have made efforts to collaborate and coordinate as often as they can in an ad-hoc manner. The coordinator and deputy coordinator are part-timers and expected to work on UN-Oceans activities during their spare time. The lack of travel budget means that members can only meet face to face when there is another meeting which they all happen to be attending. This does occur for the more active players such as FAO, IMO, UNDP, UNEP, IOC-UNESCO and WMO, but may not be as simple for organizations such as ILO and UNWTO which would not generally be represented at many of the same forums as the active players.

43. Without the necessary resources, the UN-Oceans mechanism has not been able to conduct a mapping of members' activities on oceans and coastal issues. This is the first key step to ensuring coherence and avoiding overlaps. The mapping exercise conducted in the context of the present JIU evaluation is a case in point. The JIU sent out a mapping template and received just 11 replies to the 14 sent out, despite numerous reminder requests.

b. Secretariat

44. **The Inspectors conclude that a dedicated team of staff is indispensable for UN-Oceans mechanism to fulfil its current ToR.** Should the mandate and scope of UN-Oceans be expanded, as a result of the proposed draft Oceans Compact or the deliberations of the General Assembly in its sixty-seventh session, then the need for a dedicated secretariat should be further examined. As it stands currently (to

implement the present ToR), **the secretariat should be a compact one made up of no more than two or three Professional and one General Services staff. The secretariat needs to be housed in a neutral location**. Assigning it in a rotating fashion between UN-Oceans members risks having the host agency and its natural partners push their own agenda ahead of other concerns and priorities. The Inspectors note the suggestion that the Department of Economic and Social Affairs provide dedicated secretariat support, as it does for UN-Water and UN-Energy. **This suggestion should be considered by all UN-Oceans members. A neutral location should be decided by the UN-Oceans members with the assistance of the HLCP, as appropriate. This would ensure that it has the political support and buy-in of all member organizations as well as reducing the risk that one member is seen to be driving the agenda for its own interests.**

45. A dedicated secretariat would enable UN-Oceans to better identify areas of common interest or overlaps/gaps and help organizations strategize together on future joint programming, design of new projects of a multi-organizational nature and to provide a more coherent front to potential donors and funding organizations. Assuming that staff of any member organization can take on this role on top of their current workloads and organizational mandates, the Inspectors believe, will not allow UN-Oceans to be anything more than it has been — a loose group of individual staff members emailing on topics in an ad hoc nature. **A secretariat would also enable the maintenance of a website that serves as an information portal to the stakeholders, including member States, on the activities of UN-Oceans as well as communicating on possible projects in the pipeline to potential donors and funding mechanisms such as the Global Environment Facility (GEF).**

46. The Inspectors understand that resources are tight given current budgetary constraints and suggest some ideas on how the secretariat could be resourced. Staff could be financed from the budgets of member organizations in a cost-sharing manner or to follow the models used under the Inter-Secretariat Committee on Scientific Programmes Relating to Oceanography (ICSPRO) and GESAMP. ICSPRO developed agreements between United Nations member organizations to "endeavour to supply the Commission, at their own expense, with personnel for the Secretariat, as needed".[30] In other words, UN-Oceans members would second staff to the Secretariat for an agreed period of time. It is worth noting that member States interviewed and through their questionnaire responses have stated that they were not willing to fund a secretariat as it is an internal mechanism. **The Inspectors note, however, that even an internal coordination mechanism requires funding at some level, solely to enable staff to participate in UN-Oceans meetings.** The example of UN-Water and UN-Energy could serve as models for UN-Oceans to replicate.

[30] IOC/EC/-II/11 Paris, 13 March 1973. IOC-UNESCO Second session of the IOC Executive Council. Revised Inter-Secretariat Committee on Scientific Programmes Relating to Oceanography (ICSPRO) Agreement and Other Related Documents, article 3.

Box 3
Financing UN-Water[31] and UN-Energy[32]

UN-Water: UN-Water, an inter-agency mechanism, was formally established in 2003 by the HLCP to promote coherence and coordination in United Nations system initiatives that relate to UN-Water's scope of work and contribute to the implementation of the agenda defined by the 2000 Millennium Declaration and the 2002 World Summit on Sustainable Development. Coordination function of UN-Water is supported through internal resources provided by UN-Water members. Certain specific activities are partly supported through donor funds and UN-Water has established a multi-donor trust fund (MDTF). UN-Water is permanently housed in the United Nations Department of Economic and Social Affairs which provides it with secretariat services. The secretariat comprises a Chair, Vice-Chair, Secretary, Chief Technical Adviser and Communication officer.

UN-Energy: Coordination function and resources (including staff) provided by host organization UNIDO. Secretariat services are provided by UN-DESA and UNIDO.

The implementation of recommendation 3 below will contribute to enhancing the efficiency and effectiveness of UN-Oceans.

Recommendation 3: The legislative and governing bodies of the organizations that are members of UN-Oceans should, not later than 2013, direct their executive heads to mobilize the necessary resources to establish a small dedicated secretariat to work on UN-Oceans taking into consideration the experience of other United Nations mechanisms.

a. Membership

47. In preliminary research and scoping interviews, the Inspectors learned of concerns regarding the current makeup of UN-Oceans. Issues generally focused on whether the scope of the membership should be enlarged to include non-United Nations actors. There was also concern about the dominance of certain members over the others. Member States are eager to see more transparency and reporting from the UN-Oceans group. Some member States are, however, against the inclusion of NGOs and non-UN entities in UN-Oceans. However, members are divided on whether there is a need for academic and NGO inclusion. Some suggest that opening up the membership would dilute the purpose of the entire mechanism. **All UN-Oceans members are against the inclusion of member States, noting that**

[31] UN Water website http://www.unwater.org/faces.html.
[32] See UN-Energy website http://www.un-energy.org/about/overview.

this would become an impossible political mechanism to coordinate and that some member States would then use the forum to push their agendas.

48. On the first issue, the Inspectors wish to clarify that, as UN-Oceans is currently an internal coordination mechanism, membership should not be enlarged to include member States or NGOs. NGOs, as relevant, may be included in the task forces of UN-Oceans and collaborate as appropriate. Should the mandate of UN-Oceans change following Rio+20, there may be a need to re-think its current membership structure encompassing the idea of partners (not full-fledged members) following the example of UN-Water. **The Inspectors are, however, in favour of including GEF as a partner to foster closer ties with "the largest public funder of projects to improve the global environment".**[33] Partners would be involved in technical work and coordinate on specific issues but would not be considered as full members. The practice of UN-Water is a good one in this regard.

Box 4
Practice of UN-Water[34]

> UN-Water has 29 members from the United Nations system and 23 external partners. Partners are included in specific partner sessions of the annual meetings of UN-Water and work together with UN-Water members on implementing the work plan. Partners, however, do not have voting rights in UN-Water.

49. The second concern the Inspectors learned about was related to membership within the current structure and is linked to the internal working processes and decision-making set up of UN-Oceans. **The Inspectors found that UN-Oceans members have not developed an operational guideline or internal working procedures for clearly outlining its objectives, the organization of work, governance, meetings and task forces. In the absence of such an operational guidance some UN-Oceans members may fear that their voices would be drowned out by more powerful ones.** One member of UN-Oceans underlined the trend that "agendas of 6-7 organizations set the priorities of UN-Oceans".[35] It was felt by some organizations that the more powerful ones were more successful in pushing their own agendas which were not necessarily relevant to all other members.

c. Structure

50. Given the lack of resources to enable all UN-Oceans members to even meet annually, UN-Oceans annual meetings are informal and usually on the fringe of other meetings. The annual meetings tend to be presentations of what each member has performed, not leaving any room for actual interaction on joint programming and avoiding duplication. Most communication, therefore, the Inspectors learned,

[33] Since 1991, GEF has provided $10.5 billion in grants and leveraged $51 billion in co-financing over 2,700 projects in over 165 countries. (See www.thegef.org: What is GEF?)

[34] From A Guide to UN Water from www.unwater.org and UN-Water Members and Partners page of the same website as well as UN Water Operational Guidelines.

[35] The source is anonymous, to protect the staff interviewee's identity.

takes place through electronic means. Some members stated that this e-mail communication is unmanageable and inefficient. For members who find the topic irrelevant, these e-mails get ignored or deleted. This discourages some members from staying abreast on the e-mail exchanges. The Inspectors understand that the oceans and coastal issues umbrella harbours a dizzying array of topics and activities. Oceans and coastal issues now include everything from marine environment protection, shipping and UNCLOS, to protection of workers, tsunami, nuclear events, piracy and terrorism. The Inspectors, inspired by the institutional structure of UN-Energy which has been divided into three subclusters (see box below), floated the idea of creating subclusters in UN-Oceans. This would allow the UN-Oceans members to meet in smaller groups more often and through different media such as sub-cluster VCTs where more substantial discussions could be held. This would then free up the annual meetings to be present collectively and free up time for coordination work.

Box 5
UN-Energy institutional structure[36]

UN-Energy's work is organized around three thematic clusters, each led by two United Nations organizations:

- Energy access: led by UN DESA and UNDP, in partnership with the World Bank
- Renewable energy: led by FAO and UNEP, with support of UNESCO
- Energy efficiency: led by UNIDO and the IAEA

In addition, UN-Energy Africa (UNEA) was established as a subprogramme of UN-Energy focusing specifically on the African context. UN-Energy Africa is currently chaired by UN-HABITAT and co-chaired by UNIDO. UNEA's secretariat services are provided by UNECA and supported by UNIDO.

51. The Inspectors asked how members felt about the idea of sub-clusters based on specific areas where the organizations are natural partners and could better coordinate their activities. Some were in favour of this idea; whereas others felt restructuring UN-Oceans would lead to no discernible change as long as there was no dedicated secretariat and staff to accompany such changes. The disadvantage of subclustering, the Inspectors realize, is that it may create divisions and silos where the sub-clusters miss out on the opportunities of collaborating with non-traditional partners and finding creative solutions in non-traditional ways. **The Inspectors suggest, however, that UN-Oceans further explore such an institutional cluster structure taking into consideration the UN-Oceans task forces.**

d. Reporting on UN-Oceans activities

52. Member States interviewed admitted to varying degrees of knowledge on UN-Oceans as a mechanism but were unaware of what UN-Oceans was doing and that there was almost no reporting on its activities, how priorities are set and how

[36] See UN-Energy website at http://www.un-energy.org/about/overview.

decisions are taken within UN-Oceans. Some complained that they were not even aware that UN-Oceans existed until very recently. Member States should recall that UN-Oceans is a coordination mechanism and not an implementing one. **Therefore, the Inspectors conclude that reporting on oceans and coastal affairs already occurs through the member organizations' regular reporting mechanisms via various executive heads to their respective legislative/governing bodies.** The reporting of UN-Oceans at its annual meetings is merely a representation of activities that have already been reported to the respective legislative and governing bodies of UN-Oceans members' organizations. Thus, there is a misperception perhaps leading to a misunderstanding by some member States that UN-Oceans is an implementing mechanism and that it is more active than it really is. The Inspectors found no activities carried out purely under the UN-Oceans banner. Activities that include several of the UN-Oceans membership are discussed in UN-Oceans meetings as information sharing but they are not UN-Oceans led.

53. UN-Oceans recently set up a website[37] where all outcomes of meetings and activities of task forces are uploaded. The Inspectors have found that this is a transparent manner in which UN-Oceans can present the latest activities of the joint task forces. It is however important for UN-Oceans to invest in raising awareness on what its mission is, what activities it is working on and how decision-making takes place. **As for internal reporting, the Inspectors are of the opinion that UN-Oceans follow the example of UN-Water as described in annex II. The Inspectors conclude that guidelines or clear internal working procedures on how to work together are required to dispel any misperception of some member States towards UN-Oceans.**

The implementation of recommendation 4 below will contribute to enhanced efficiency and transparency.

> **Recommendation 4: The Secretary-General, as the chair of the Chief Executives Board for Coordination, should, not later than 2013, direct the High Level Committee on Programmes to develop operational guidelines (internal working procedures) for UN-Oceans' decision making, membership, meetings and task force arrangements and clarify reporting and other governance issues.**

54. The Inspectors caution that coordination is not cost-free; it is an activity with high transaction costs. However, many of those interviewed, especially member States, were under the illusion that coordination is something that does not require structure and resources. **However, the Inspectors conclude that coordination and promoting coherence is an activity that takes much discussion. The Inspectors found that UN-Oceans receives low priority from line managers, executive heads and governing bodies.** If organizations and member States require further coordination in the form of joint programming, joint design of projects, mapping to ensure no duplication and to promote coherence on policy issues, then UN-Oceans

[37] Here again, due to lack of resources, the website is currently hosted by FAO with minimum contributions from selected members for *UN Atlas of the Oceans*. Its staff member also maintains the UN-Oceans website.

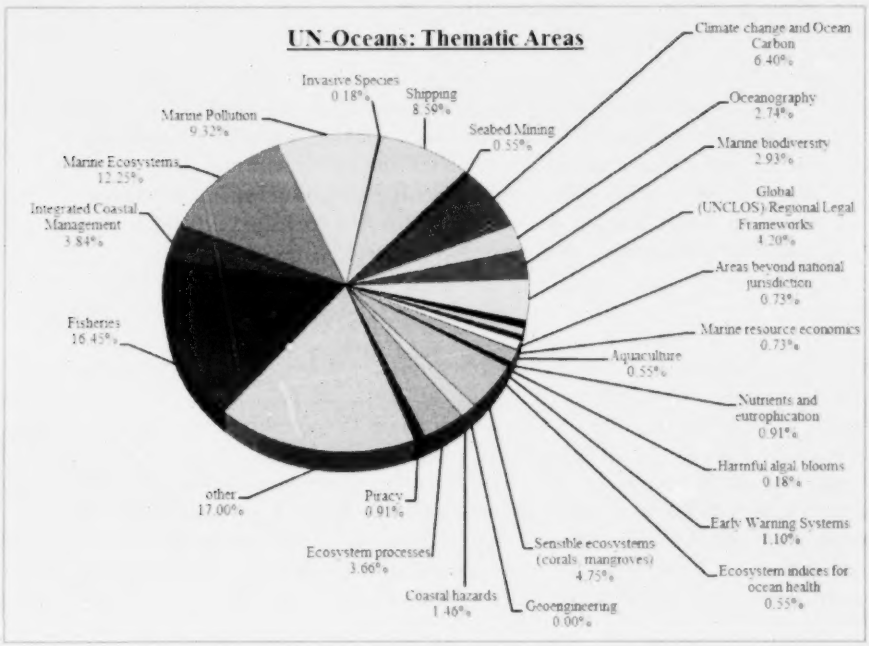
mechanism needs a ToR revision to become a more formalized entity with a minimum of resources that are necessary to support its work

D. Effectiveness

a. Activities of UN-Oceans

55. Recalling the ToR of UN-Oceans, items 1, 3 and 5 are carried out under the work of the task forces and through annual meetings and correspondences. The task forces established by UN-Oceans have achieved much coordination in areas identified as priority areas (see annex I: Activities of UN-Oceans task forces). As UN-Oceans is a coordinating and not implementing mechanism, the activities are discussed amongst the members but implemented by individual organizations. Based on the mapping exercise,[38] the Inspectors note that UN-Oceans members' activities are evenly spread out across all thematic areas on oceans and coastal issues with more focus on fisheries, marine ecosystems, marine pollution, shipping, climate change and ocean carbon. Item 4 of the UN-Oceans ToR tasks them to promote integrated management of oceans. For most of the agencies, the marine ecosystems and other thematic areas apply integrated, cross-sectoral and cross-disciplinary approaches. **The Inspectors note, however, that in this area the UN-Oceans mechanism has not been able to fully achieve its potential.** Figure 5 below shows a thematic breakdown of UN-Oceans activities.

Figure 5
Thematic breakdown of UN-Oceans members' activities

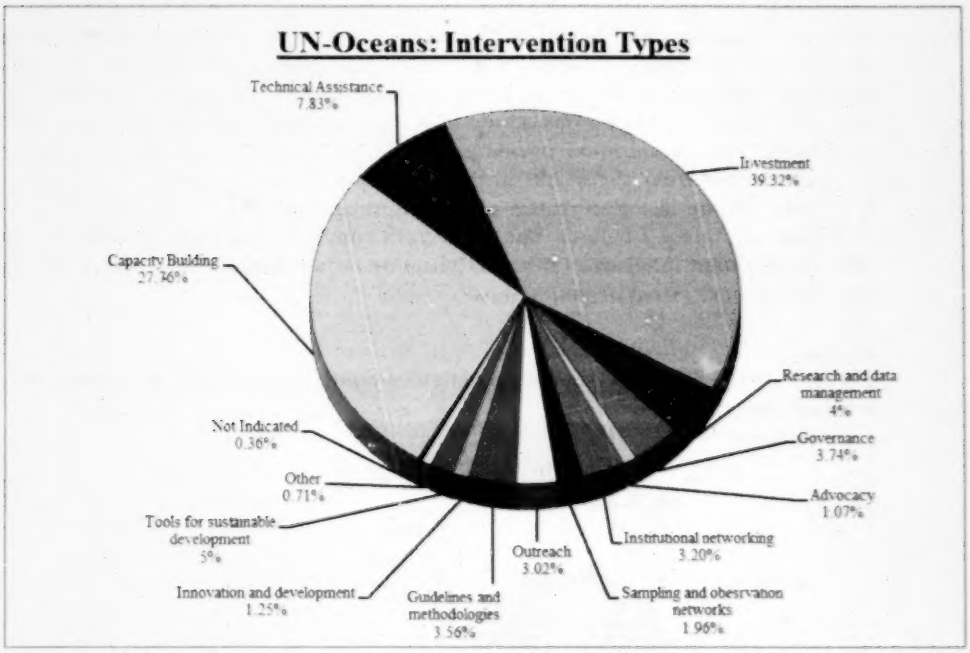


[38] Eleven (11) UN-Oceans members completed the mapping template.

Source: JIU mapping.

56. In terms of types of interventions, UN-Oceans members' activities are heavily focused in the field of investment and capacity-building followed by technical assistance and tools for sustainable development. The heavy emphasis on investments is due largely to the sizable World Bank portfolio of projects dealing with investments.

Figure 6
Intervention types breakdown of UN-Oceans members' activities



Source: JIU mapping.

57. There are some good examples of inter-agency collaboration on oceans and coastal affairs activities amongst select UN-Oceans members such as the events and publications "Building Ocean and Coastal Sustainability and Greening the Blue Economy" and "*Blueprint for Ocean and Coastal Sustainability*" considered as valuable contributions to Rio+20. Such activities were a collaborate effort of several UN-Oceans members.[39] The Inspectors find that it is unfortunate that the publications were not "stamped" as an UN-Oceans publication for various reasons,[40] as this would have helped raise the profile and visibility of UN-Oceans.

58. Despite such collaborative successes, it is not clear, however, whether these organizations would have collaborated on their activities even if UN-Oceans

[39] The UN-Oceans members are FAO, IMO, UNDP, IOC-UNESCO, but these were not UN-Oceans publications.

[40] Some interviewees explained that they felt the reports were driven by and reflected the agendas of a few of the UN-Oceans members or that some members simply did not have a mandate to make recommendations for action as those contained in the reports noted above.

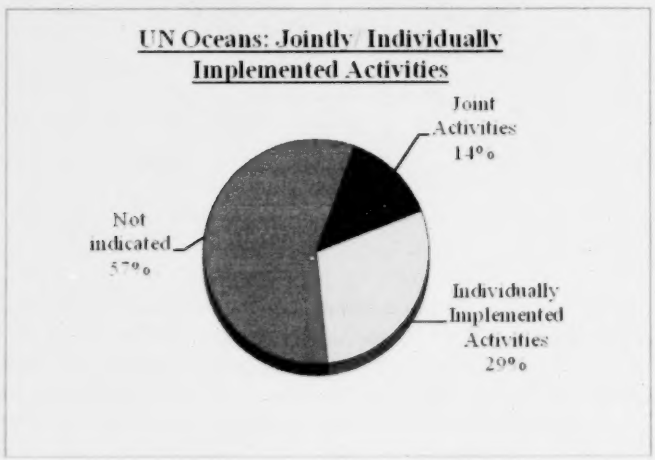
mechanism did not exist. Interviews resulted in a wide range of answers indicating that members felt that they would have collaborated with other United Nations organizations such as the World Bank even if UN-Oceans did not exist.

59. The Inspectors learned from some interviewees that there was coordination and they communicated regularly with each other. However, those interviewees admitted that action taken on how to avoid overlaps and duplication was at the discretion of the UN-Oceans members. **The Inspectors believe that this is not "real" coordination but just information sharing. A more structured coordination framework should go beyond information sharing/exchange.**

60. The Inspectors requested UN-Oceans members to report through the mapping exercise on how many activities were undertaken jointly with other UN-Oceans members. Although an imperfect proxy indicator to test the level of coordination and cooperation (as discussions do not have to result in joint action but could have resulted in one organization deciding, without a mutual agreement, to work in another selected area), the results of the mapping show that 14 per cent of projects undertaken in the last five years were jointly programmed with other UN-Oceans members (see figure 7 below). **The Inspectors conclude that there is still a room for improvement in terms of joint activities on oceans and coastal affairs among United Nations system organizations.**

Figure 7

Percentage of UN-Oceans' members activities jointly/individually implemented with another member[41]


UN Oceans: Jointly/ Individually Implemented Activities
Joint Activities 14%
Not indicated 57%
Individually Implemented Activities 29%

Source: JIU mapping.

61. In terms of UN-Oceans' effectiveness, its ToR items 2, 4 and 6 have only been partially achieved. **Due to the challenges listed above, the UN-Oceans mechanism does not possess the resources to review relevant programmes and identify areas of joint work in a meaningful manner. In its annual meetings, members only have time to list what each agency has done and very little is discussed on putting the work of UN-Oceans strategically in the context of**

[41] Organizations listed a total of 488 projects/programmes in their mapping template.

JPOI, UNCLOS and Agenda 21. Without a mapping of each agency's work, work plan or programme, it has been difficult to work on a common agenda and to promote the coherence of its activities in accordance with the various mandates.

62. The motivation of most of UN-Oceans members is high; however, there is so much to be done in addition to the current workloads. **The Inspectors conclude that the UN-Oceans mechanism has not yet been able to demonstrate its "value added" due to the lack of financial and human resources and of the political will to push the mechanism further. UN-Oceans should be given a fair chance, with the necessary resources, to carry out the work it was mandated to do, in order to fully realize its potential.**

E. Sustainability

63. The Inspectors could not help notice the strides gained by UN-Water and UN-Energy compared to UN-Oceans. Although all three mechanisms were created between 2003 and 2004, the Inspectors note that UN-Water and UN-Energy are better institutionalized and more dynamic than UN-Oceans. Several of the reasons why this is so have been discussed above leading to questioning the **future sustainability and relevance of UN-Oceans. The Inspectors conclude that the issue of leadership is one of the most important criteria for the success of the two other mechanisms, thus ensuring the sustainability of the coordination mechanism.**

64. While UN-Energy and UN-Water are led/chaired by the Executive Head of the host organizations, currently UNIDO and WMO[42] respectively, UN-Oceans does not have a chair but a coordinator. The coordinator has traditionally been a staff member of one of the member organizations. The leadership provided by UNIDO in developing UN-Energy is a source of inspiration. **The Inspectors believe that leadership placed higher up the management line, providing access to CEB/HLCP and rallying other executive heads to participate in and contribute to the work of UN-Oceans is a requirement to galvanize and take UN-Oceans further whatever its future role. The Inspectors conclude that the political will of executive heads to UN-Oceans is a prerequisite to ensure its sustainability compared to UN-Energy and UN-Water. The needed political will is expected to ensure the sustainability of UN-Oceans.**

65. Whatever activities and coordination that occurs through UN-Oceans is based on the good will and motivation of individual members. It was noted that certain members fade in and out depending on the focal person for UN-Oceans named in any agency. The Inspectors learned, for example, that one non-member that used to be very active in other oceans and coastal issues related forums and that may have joined UN-Oceans, no longer does so because the official retired from the organization and his successor had no interest or motivation to pursue work with UN-Oceans. This threatens the institutional memory and sustainability of the mechanism. The "face" of UN-Oceans, the website and the *UN Atlas of the Oceans*, are maintained and largely funded by one organization, namely FAO. Small contributions are provided by only a selected number of members to maintain and keep the two interfaces going. The *UN Atlas of the Oceans* includes huge amounts

[42] See http://www.unwater.org/faces.html.

of pertinent information related to oceans and coastal issues and yet its very existence is threatened by the ad hoc financing and dependency on the good will of one organization to keep it alive. **The Inspectors find the current ad hoc approach questionable on such a serious issue as oceans and coastal issues and their interconnectedness to all aspects of sustainable development and security of the earth at present and in the future.**

66. **The Inspectors are of the opinion that, if UN-Oceans is tasked to oversee the implementation of the draft Oceans Compact, it should be granted the needed resources and at least a small dedicated secretariat. UN-Oceans will need to be placed under the leadership of an executive head with the political will to rally other members, to be ready to devote the needed resources to support the work of its future secretariat.**

III. Conclusions and the way forward

67. UN-Oceans has not been able to fully realize its potential as the "interagency coordination mechanism on ocean and coastal issues within the United Nations system".[43] Although oceans and coasts cover 72 per cent of the earth's surface and, "constituting a major part of the planet that supports life, drives the climate and ... provides vital resources",[44] ocean and coastal issues have unfortunately received low visibility and priority.

68. **The lack of priority given by many executive heads to the work of UN-Oceans has been to the detriment of its ability to function as the coordinating mechanism on oceans and coastal affairs.** The Inspectors heard of many occasions where it seemed UN-Oceans had been side-lined and even discouraged from functioning as a United Nations mechanism. **The Inspectors note that there is an inherent tension amongst the members themselves on which direction to lead UN-Oceans. However, the Inspectors are hopeful that this state of affair will improve once member States demonstrate a political will and provide a clear direction for the future of UN-Oceans mechanism.**

69. **Above all, the Inspectors reiterate that there must be a reassertion of commitment by member States and the relevant United Nations organizations to oceans and coastal issues and a renewal of intent to position UN-Oceans as the leader mechanism within the system to promote coordination and coherence in this respect. UN-Oceans should not only be thought of as a coordinating mechanism but also be included in multilateral deliberations related to oceans and coastal affairs. The Inspectors believe that the outcomes of the Rio+20 conference, including the nine priorities outlined in the oceans and seas section of the document "*The Future We Want*"[45] and the recommendations from the report "*Resilient People Resilient Planet -A Future Worth Choosing*",[46] would bring a new momentum and provide the needed focus and push in this context.**

70. In addition, oceans and coastal issues can no longer continue to be seen as a discrete area of work, the issues are tightly interconnected with the work of

[43] See UN-Oceans leaflet at ftp://ftp.fao.org/FI/brochure/UN-Oceans/leaflet.pdf.

[44] Rio 2012 Issues Briefs, prepared by UNCSD Secretariat, page 1.

[45] Draft UN Rio+20 Declaration 19 June 2012.

[46] The United Nations Secretary-General's High-level panel on Global Sustainability, 2012.

UN-Water and UN-Energy. **The Inspectors were disheartened to learn that the three mechanisms dealing with the earth's most vital resources for humanity have not coordinated with each other in any meaningful way over the last decade to ensure synergy and complementarities.** Annual meetings of the chairs and coordinator of the three mechanisms do take place but are hardly sufficient to ensure that there is an energetic coordination and promotion of coherence amongst the three mechanisms. The Inspectors learned that there is such coordination only between UN-Water and UN-Energy. In the absence of a secretariat for UN-Oceans, the Inspectors entertained the idea that either UN-Water or UN-Energy could take the lead to work on institutionalizing and setting up a framework for collaboration with the three mechanisms. **The Inspectors conclude that tighter coordination amongst the three mechanisms is earnestly required.**

The implementation of the following recommendation will enhance coordination and cooperation among United Nations system organizations.

Recommendation 5: The General Assembly at its sixty-seventh session should request the Secretary-General as the chair of the Chief Executives Board for Coordination to ensure that the three mechanisms, namely UN-Oceans, UN-Energy and UN-Water, to institutionalize their coordination efforts under the High Level Committee on Programmes.

71. These are exciting and turbulent times for oceans and coastal issues. Daily natural catastrophes and manmade events threaten the health and integrity of the oceans and coastal areas. The Rio+20 final outcome document provided priorities in the form of five recommendations in the areas of fisheries, marine pollution/marine environment protection.[47] Further, the draft Oceans Compact and the proposed creation of an Oceans Advisory Group, the Global Partnership on Oceans (GPO), all provide strategic opportunities for UN-Oceans to articulate and cement their roles and niche in this important area of the United Nations work. The Inspectors finalized this report at the same time as the final outcomes on these discussions. Below the Inspectors propose two possible scenarios depending on the role UN-Oceans will play in the post Rio+20 context and taking into consideration the consultation process of the Oceans compact.

[47] See final Rio+20 document, paras. 158, 163, 164, 166,168, 170, 171, 172, 173 and 176.

Scenario	*Required actions*
Scenario 1: – Contextual environment remains unchanged in light of Rio+20 – UN-Oceans ToR revised	As presented in the report, UN-Oceans would still require a minimum of resources to continue coordination work in a meaningful way. At a minimum there should be a staff seconded from an agency willing to take the leadership role to work solely on UN-Oceans. A leader should be identified as chair of UN-Oceans. Most likely the staff secondee should come from the chair's organization. The chair should rotate every two years. The "secretariat" then would complete the mapping exercise and map out which members are currently working on which areas and identify fields of in-depth coordination. Annual meetings with UN-Water and UN-Energy should be convened on a rotation basis. At a minimum the executive heads of the UN-Oceans members should ensure that their focal points have the travel budget required to participate in the annual meetings. Alternate sources of funding for consultancy work, communications, and functional meetings should be sought, including from voluntary contributions.
Scenario 2: – Contextual environment: the draft Oceans Compact proposal accepted and an OAG is creat ·l – UN-Oceans ToR revised to reflect its new role to oversee implementation of the draft Oceans Compact.	In this scenario, UN-Oceans will have a clear role to play in overseeing implementation of the draft Oceans Compact. Should the draft Oceans Compact include civil society actors not reporting to the General Assembly, accountability issues will be a problem and UN-Oceans, although responsible for the implementation of the Compact, will lack the proper authority to ensure so. This will lead to a lack of accountability. The Inspectors warn that in this scenario the Oceans Compact activities could build upon existing UN work that includes civil society, private sector and members States, such as the ICP. UN-Oceans, as in scenario 1 above, will need to be placed at a higher level with a chair named at the executive head level. Funding will be at a different scale than scenario 1; a larger secretariat will be required to coordinate across a wide range of partners including civil society, private sector and governments. Acknowledgement of the need and commitment for more funding would be required before tasking UN-Oceans[48] with this new role.

[48] Those members that are not United Nations system members may require parliamentary approval before participating in a revised UN-Oceans mechanism.

Annexes

Annex I

Activities of UN-Oceans Task Forces

(ENGLISH ONLY)

	UN-Oceans Taskforce	Lead/ Participating Org.	Activities
1	UN-Oceans Task Force on Post-Tsunami Response	**IOC-UNESCO** / IMO, FAO, WB, UNEP, WMO, IMO, UNDP, UNDOALOS	• Successful implementation of early warning systems in the Indian Ocean. • UN-Oceans developed guidelines in Cairo that have been widely distributed and translated into several languages.[49] • Discontinued in 2006
2	UN-Oceans Task Force on Marine Protected Areas and Other Area-based Management Tools.	**UNEP, FAO, IOC-UNESCO** / IMO, WB, CEB, DOALOS, ISA	• The Task Force members, in particular FAO, IMO, UNDOALOS, UNEP and IOC-UNESCO contributed to the CBD processes participation and provision of information to the Azores Expert Workshop and the 13th Meeting of the Subsidiary Body of Scientific, Technical and Technological Advice and the 9th Meeting of the COP.[50]
3	UN-OCEANS Task Force on Establishing a Regular Process for Global Assessment of the Marine Environment (the AoA)	**UN, UNEP,[51] IOC-UNESCO** / IMO, FAO, UNIDO, IAEA, WB, IMO, UNDP, WHO, WMO, UNDOALOS, ISA	• Consultations between DOALOS and other organizations, in particular IOC-UNESCO and UNEP were undertaken about issues relating to data handling and communication strategies. • DOALOS received nominations of focal points for the Regular Process from most of the organizations and programmes mentioned in General Assembly resolution 65/37 A.[52] • Discontinued in 2009.

[49] UN-Oceans, "Report Of the 5th Session of UN-Oceans". 21st - 22nd May 2007. UNESCO-IOC Headquarters, Paris http://www.unoceans.org/Documents/report_un_oceans-5%20final.pdf pp2 (Accessed 10th May 2012)

[50] UN-Oceans, "Report Of the 9th Session of UN-Oceans". 17th June 2011. UNDP, New York. http://www.unoceans.org/Documents/UN%20Oceans%20Meeting%20Report%20June%202011%20-%20FINAL.pdf (Accessed 10th May 2012) pp14

[51] UNEP informed the Inspectors that it has raised considerable funding to support capacity building for the Regular Process.

[52] UN-Oceans, "Report Of the 9th Session of UN-Oceans". 17th June 2011. UNDP, New York. http://www.unoceans.org/Documents/UN%20Oceans%20Meeting%20Report%20June%202011%20-%20FINAL.pdf (Accessed 10th May 2012) pp14

	UN-Oceans Taskforce	Lead/ Participating Org.	Activities
4	UN Atlas of the Oceans	**FAO and** All other UN-Oceans members	• UN-Ocean members provided a total of $60,000 in 2010 for communication work on the Atlas which supported the needed changes. Some members participate through in-kind contributions and others also provide financial support. • UNEP provided marine biodiversity assessment and outlook reports, produced for CBD COP10, to the UN Atlas. • FAO, as secretariat of the UN Atlas of the Oceans website which hosts the UN-Oceans web content, with support from UN-Oceans Coordinator, updated the UN-Oceans pages including all meeting reports back to 1999, updated governance arrangements, and the work of all the Task Forces. Duplicate content originally housed within the IOC-UNESCO web site has been fully migrated to the UN Atlas of the Oceans site.[53]
5	**Task Force to work for material Yeosu World Expo.**	**UNEP and FAO/IMO**	• **Established in 2011**
6	UN-Oceans Task Force on Global Partnership for Climate, Fisheries and Aquaculture (PaCFA)	**FAO** / UNEP, IOC-UNESCO, UNDP, CBD, WB	• PaCFA has been incorporated as an UN-Oceans Task Force.[54]
7	**UN-OCEANS Task Force on Global Programme of Action for the Protection of the Marine Environment from Land-based Activities**	**UNEP** /UN DOALOS	• **Discontinued in 2007**
8	UN-OCEANS Task Force on Biodiversity in Areas Beyond National Jurisdiction	**UN DOALOS (OLA), CBD**/IMO	• A compilation of existing tools on the conservation and sustainable use of marine biological diversity beyond areas of national jurisdiction was created. • The Task Force members collaborated to support of the work of CBD in identifying Ecologically and Biologically Significant Areas or EBSAs, in particular the development of an EBSA repository system of scientific information on EBSA, as well as organization of a series of regional workshops. • The Task Force noted, as guidance for its future activities, the adoption by COP 10 of a Strategic Plan for Biodiversity 2011-2020 and the Aichi Biodiversity Targets including Target 11 for MPAS with 10% global coverage.[55]

[53] UN-Oceans, "Report Of the 9th Session of UN-Oceans". 17th June 2011. UNDP, New York. http://www.unoceans.org/Documents/UN%20Oceans%20Meeting%20Report%20June%202011%20-%20FINAL.pdf (Accessed 10th May 2012) pp14.

[54] UN-Oceans, "Report Of the 9th Session of UN-Oceans". 17th June 2011. UNDP, New York. http://www.unoceans.org/Documents/UN%20Oceans%20Meeting%20Report%20June%202011%20-%20FINAL.pdf (Accessed 10th May 2012) pp 15.

[55] UN-Oceans, "Report Of the 9th Session of UN-Oceans". 17th June 2011. UNDP, New York. http://www.unoceans.org/Documents/UN%20Oceans%20Meeting%20Report%20June%202011%20-%20FINAL.pdf (Accessed 10th May 2012) pp 12.

	UN-Oceans Taskforce	Lead/ Participating Org.	Activities
			• A webpage has been created by UN DOALOS. The webpage includes a section on the UN-Ocean Task force with a list of links to the websites of the Task Force members.[56] • Task Force prepared a contribution to the UN-Oceans report on its activities to the eighth meeting of the ICP held in June 2007. The contribution provided information on activities undertaken by the members of the Task Force related to marine genetic resources. Furthermore, in preparing the Secretary-General's report (document A/62/66/Add.2) in order to assist the second meeting of the Ad Hoc Open-ended Informal Working Group to study issues relating to the conservation and sustainable use of marine biological diversity beyond areas of national jurisdiction (2008). In preparing its agenda, the inputs received by members of the Task Force were used by UN DOALOS as a basis for the information included in the report on relevant activities undertaken by their organizations. • A number of documents for submission to the ninth meeting of the CBD Conference of the Parties were submitted by CBD for peer review by the members of the Task Force.[57]
9	UN-OCEANS *Outreach Task Force*	**IOC-UNESCO, FAO, UNDP, UNEP**	• **The Outreach Task Force is working with UN Atlas for outreach, is enhancing the volume of content on the UN-Oceans web site and also presented a draft UN-Oceans PowerPoint.[58] In addition production of printed materials (posters, postcards, triptych) as well as a side event on ocean acidification organized for UNFCCC Cop 17.**
10	New Task Force on Marine Debris. (created in June 2011)	**UNEP, IMO** / IOC-UNESCO, FAO	• UNEP and IMO will co-lead the Task Force and prepare TOR to ensure complementarity with GESAMP relevant work. Other members of UN-Oceans may also participate in the work of the Task Force.[59]

[56] UN-Oceans, "Report Of the 7th Session of UN-Oceans."16th April 2009, UNESCO, Paris. http://www.unoceans.org/Documents/2009%20REPORT%20UN%20OCEANS-VII%20vfinal.pdf, p.5.

[57] UN-Oceans, "Report Of the 6th Session Of UN-Oceans." 4th June 2008, UNESCO, Paris. http://www.unoceans.org/Documents/2008%20REPORT%20UN%20OCEANS%20VI%20Final.pdf, p.3

[58] UN-Oceans, "Report Of the 9th Session of UN-Oceans". 17th June 2011. UNDP, New York. http://www.unoceans.org/Documents/UN%20Oceans%20Meeting%20Report%20June%202011%20-%20FINAL.pdf, p. 12.

[59] UN-Oceans, "Report Of the 9th Session of UN-Oceans". 17th June 2011. UNDP, New York. http://www.unoceans.org/Documents/UN%20Oceans%20Meeting%20Report%20June%202011%20-%20FINAL.pdf, p.13.

Annex II

Comparison Table: UN-Oceans, UN-Energy and UN-Water

(ENGLISH ONLY)

Criteria	UN-Oceans	UN-Energy	UN-Water
Membership	14 United Nations entities currently members. Any secretariat in the UN system may become a member through an expression of will.[60]	21 United Nations members. The network is entirely informal, participation is voluntary, and there are no regular reporting mechanisms. At present less than half of the 21 members contribute and engage regularly.[61]	29 United Nations members and 23 external partners. Any UN agency, programme or other UN entity with water-related issues, including sanitation and natural disasters, as part of their mandate may become member in UN-Water by contacting the Secretariat of UN-Water.[62] Partners can also apply to the Secretariat for partner status. There are regular reporting mechanisms and indicators.
TOR	• Strengthening coordination and cooperation of the UN activities related to ocean and coastal areas; • Reviewing the relevant programmes and activities of the UN system, undertaken as part of their contribution to the implementation of UNCLOS, Agenda 21, and the Johannesburg Plan Of Implementation (JPOI); • Identification of emerging issues, the definition of joint actions, and the establishment of specific task teams to deal with these, as appropriate; • Promoting the integrated management of ocean at the international level; • Facilitating as appropriate, the inputs to the annual report of the Secretary General on oceans and the law of the sea;	UN-Energy is the principal interagency mechanism in the field of energy to help ensure (a) coherence in the UN system's multi-disciplinary response to WSSD; and (b) collective engagement of non-UN stakeholders. Accordingly, UN-Energy will: 1. Promote coherence in the UN system's multi-disciplinary response to WSSD by: • Acting as a gateway for sharing information, knowledge, experiences and good practices as well as initiatives in all aspects for implementing the JPOI; • Maintaining an overview of on-going and planned work within the system and building strengthening synergies among independent initiatives at the national, sub regional, regional and global levels; • Promoting joint programming, harmonization and cooperation in the energy-related activities of the organizations of the system;	UN-Water will seek to enhance the coherence, credibility and visibility of UN system actions related to its scope of work, and, in particular a) Identify strategic issues and priorities for system-wide action, and facilitate timely, coordinated and effective responses by the UN System and its partners at global, regional and country levels in relation to both policy development and implementation. b) Promote the elaboration and facilitate the dissemination of system-wide positions shared by UN-Water members, in particular with regard to relevant MDG and JPOI targets and their achievement. c) Facilitate inter-agency information exchange, including sharing of experiences and lessons learned, and serve as a clearing house for policy-relevant information, assessment and advice on status and trends at global and regional levels, and for providing member States with a collective point of entry to the

[60] UN-Oceans, "About UN-Oceans Participation in UN-Oceans". Available from www.unoceans.org/About.htm.

[61] UN-Energy, "Looking to the Future". Available at http://www.unido.org/fileadmin/user_media/News/2010/UN-Energy_Looking_to_the_Future.PDF, p.12.

[62] UN-Water, "Operational Guidelines. Available from http://www.unwater.org/downloads/UNWATEROPGUIDELINES.pdf, p.2.

Criteria	UN-Oceans	UN-Energy	UN-Water
		• Building on and drawing lessons from past experience in inter-agency collaboration on energy;	system's initiatives and responses in areas within its purview.
	• Promoting the coherence of the UN system activities on oceans and coastal areas with the mandates of the General Assembly, and the priorities contained in the MDGs, the JPOI and of governing bodies of all UN-Oceans members.[63]	• Employing dynamic and action-oriented approaches to coordination with extensive use of information and communication technologies. 2. Promote interaction with other stakeholders by: • Developing a data base on the roles, potentials, strengths and programmes of relevant stakeholders; • Developing and maintaining dynamic and interactive mechanisms for information exchange and dissemination among all partners; and • Organizing a regular exchange of views on policy in the field of energy and related activities, as well as developing partnerships. 3. UN-Energy will focus on substance and collaborative actions both in regard to policy development in the energy area and its implementation as well as in maintaining an overview of major on-going initiatives within the system based on the UN-Energy work programme at global, regional sub-regional and national levels. In addition, it will be: • A system-wide network open to all concerned organizations and entities; • A mechanism for the system's interaction with non-UN stakeholders (non-UN stakeholders include major actors from the private sector and the NGO community as well as other major groups identified in Agenda 21.) • A collaborative arrangement with rotating chairmanship at a high policy level and vice chair at the expert level; both for a period of two years. 4. UN DESA will provide dedicated secretariat services for UN-Energy.	d) Promote effective communication and collaboration between the UN system and civil society and private sector partners e) Facilitate and support work being carried out at the regional and sub-regional levels, both within the UN system and with partners, to follow-up on relevant goals and targets of the Millennium Declaration and the JPOI, working through the Regional Commissions and relevant inter-agency mechanisms; f) Contribute to the coherence and impact of UN System actions at country level, in support of Resident Coordinators, country teams and theme groups, and working in close collaboration and coordination with UNDG. Management of UN-Water will be performed by a Chair and Vice-Chair, elected from among its members on a rotational basis and normally serving for 2 years. UNDESA will continue to provide secretariat support. UN-Water plans of work will be updated every two years and will be set out in the reports of its meetings (see paragraph 14 below). The above TOR will be periodically updated.[64]

[63] UN-Oceans, TOR. Available from http://www.unoceans.org/About.htm#Scope.

[64] UN-Water, "Terms of Reference". Available from http://www.unwater.org/downloads/UNW-terms-of-reference.PDF, p. 2.

Criteria	UN-Oceans	UN-Energy	UN-Water
		5. Communications of the collaborative mechanism will be facilitated primarily through electronic means. UN-Energy will meet at least once each year. Meetings will be kept to a minimum and held within the margins of other activities whenever possible. UN-Energy may create time bound ad hoc issue groups. 6. In developing UN-Energy's work programme full account will be taken of the key issues identified at CSD-9 and elaborated in the JPOI. The work programme will build on the work of the UN system organizations involved and strengthen synergies among them as well as the relevant non-UN stakeholders. 7. UN-Energy will review its TOR every four years, or as appropriate.[65]	
Institutional set up	Term of chairmanship: Two years rotating Current coordinator: UNDP Deputy coordinator: UNEP UN-Oceans creates ad hoc Task Forces: -UN-OCEANS Task Force on Biodiversity in Areas Beyond National Jurisdiction; -UN-OCEANS Task Force on Establishing a Regular Process for Global Assessment of the Marine Environment (link to UNGA: Towards a Regular Process website); -Task Force on Global Partnership for Climate, Fisheries and Aquaculture (PaCFA); -UN-OCEANS Task Force on Global Programme of Action for the Protection of the Marine Environment from Land-based Activities (link to UNEP / GPA site) (Discontinued in	Term of chairmanship: Two years Current chairman – UNIDO. Chairmanship at a high policy level. Current Vice-Chair: UNDP Vice chair at the expert level.[66] UN-Energy's work is organized around three thematic clusters, each led by two United Nations organizations: Energy access: led by UN DESA and UNDP, in partnership with the World Bank Renewable energy: led by FAO and UNEP, with support of IOC-UNESCO Energy efficiency: led by UNIDO and the IAEA UN DESA provides dedicated secretariat services for UN-Energy In addition, UN-Energy Africa (UNEA) was established as a sub-programme of UN-Energy focusing specifically on the African context. UN-Energy Africa is currently chaired by UN-HABITAT and co-chaired by UNIDO. Secretariat services are provided by UNECA and supported by UNIDO.[67]	Term of Chairmanship: Two years Current Chairman: WMO Current Vice-Chair: UN-Habitat UN-Water Senior Programme Managers (SPMs) represent UN-Water members. They constitute the highest operational decision-making body of UN-Water and provide the overall governance and strategic direction of UN-Water. They agree upon the UN-Water Work Programme and Indicative Budget for the forthcoming two years. The UN-Water SPMs shall agree upon the level of delegation to the UN-Water Joint Steering Group, the Chair and Vice-Chair and the Secretary, as stipulated in annex 2 of these operational guidelines. The UN-Water Joint Steering Group (JSG) - support efficient implementation of the UN-Water Work Programme and oversee budget allocations. UN-Water members and the Secretary as Ex Officio member. The Chair and Vice Chair of UN-Water are permanent members of the JSG. Chair and Vice Chair of UN-Water are elected from among UN-Water members on a rotating basis.

[65] UN-Energy, "Terms of Reference". Available from http://www.un-energy.org/about/terms-of-reference.

Criteria	UN-Oceans	UN-Energy	UN-Water
	2007); -UN-Oceans Task Force on Marine Protected Areas and Other Area-based Management Tools. -UN-OCEANS *Outreach Task Force* -Task Force on Marine Debris No dedicated full time UN-Oceans staff. Secretariat is the organization of the coordinator, which is currently UNDP.	UN-Energy creates time bound ad hoc issue groups.[68]	The service period is normally 2 years. Currently the chair is WMO and vice-chair is UN-Habitat.[69] A Chief Technical Advisor, financed through the Multi-Donor Trust Fund, supports the work of the Chair provided the necessary financial resources are available. A permanent Secretariat is provided by the UN Department of Economic and Social Affairs (UN-DESA) in New York. The Secretariat consists of a Secretary, and an advisor. The Technical Secretariat of UN-Water provides substantive and administrative support to the Chair, Vice-Chair, Secretary and UN-Water members in their operations and activities for UN-Water. The Technical Secretariat has a virtual set-up and consists of the Chief Technical Advisor, the Advisor and additional support staff if so decided. UN-Water meetings of members and partners. The designated focal point and one alternate of each member are invited to participate in all UN-Water meetings.[70] There are thematic priority areas which are categorised according to a time plan, as an issue arises, Thematic Priority Areas on: Water and Climate Change; Trans boundary Waters; Gender and Water; Task Forces focusing on: Country-Level Coordination; Regional Level Coordination; Scope of UN Water's work encompasses all aspects of freshwater, including:[71]

[66] Ibid.
[67] UN-Energy, "About UN-Energy". Available from http://www.un-energy.org/about/overview.
[68] UN-Energy, "Terms of Reference". Available from http://www.un-energy.org/about/terms-of-reference.
[69] http://www.uncsd2012.org/rio20/index.php?page=view&type=6&nr=801&menu=53&template=549.
[70] UN-Water, "Operational Guidelines". Available from http://www.unwater.org/downloads/UNWATEROPGUIDELINES.pdf, p.3.
[71] UN-Water, "Terms of Reference". Available from http://www.unwater.org/downloads/UNW-terms-of-reference.PDF, p.1.

Criteria	UN-Oceans	UN-Energy	UN-Water
			• Surface and groundwater resources; • The interface between fresh and sea water; • It includes quality, quantity, development, assessment, monitoring and use of freshwater resources (domestic uses, agriculture and ecosystems requirements); Sanitation - encompassing both access to and use of sanitation by populations and the interactions between sanitation and freshwater; • Water-related disasters, emergencies and other extreme events and their impact on human security. UN-Water seeks to add value to activities related to its scope of work at three levels: • At the level of the senior programme managers overseeing such activities in member organizations and agencies, by providing a forum for on-going contacts and periodic meetings among them; • at the regional level, by providing an instrument for effective exchange of information and facilitating mutual support between global and regional activities and developments, and encouraging regional inter-agency networking arrangements, supported by the Regional Commissions; • At the country level, supporting, where appropriate and in close cooperation with UNDG, Resident Coordinators, country teams and theme groups by similarly encouraging and facilitating system-wide exchanges of information and dialogue on policy and operational issues.[72]
Development of work programme	New issues are brought up by members at session meetings.[73]	An account is taken of the key issues identified at CSD-9 and elaborated in the JPOI. The work programme builds on the work of the UN system organizations.[74]	Plans of work updated every two years, or as an issues arise[75]

[72] UN-Water, "Terms of Reference". Available from http://www.unwater.org/downloads/UNW-terms-of-reference.PDF, p.3.
[73] UN-Oceans, "Report of the Eighth Meeting of UN-Oceans". 5 May 2010. UNESCO-IOC Headquarters, Paris".
[74] UN-Energy, "Terms of Reference". Available from http://www.un-energy.org/about/terms-of-reference.
[75] UN-Water, "Terms of Reference". Available from http://www.unwater.org/downloads/UNW-terms-of-reference.PDF, p.3.

Criteria	UN-Oceans	UN-Energy	UN-Water
Financing	None	The funding is primarily supported by UNIDO, the home agency of UN-Energy's chair and DESA provides Secretariat support.	A Multi Donor Trust Fund
Leadership visibility of organisation in the sector		UN-Energy, is a central coordinating body, has limited formal power and influence over a diverse set of contributing members. UN-Energy has a presence at events and holds their meetings at the margins of other activities when possible.	Members as a group have decision making power. As (SPMs) they employ a wide range of instruments, and have a presence at regional and country specific events.
Integration and dissemination of knowledge. Integration of strategies to create coherence in programmes across the UN	The UN-Oceans website is used as a platform for reporting what activities are being or have been conducted. Organizations and member States can see what else is being done. Two events have facilitated the dissemination of knowledge: UN-Oceans expedition press conference and the UN-Oceans Side Event at COP-17, Durban, South Africa. 8 December 2011. UN-Oceans participated in two events in 2011-2012: 1. UN-Oceans at Tara Oceans expedition press conference, UN Headquarter, New York City. 9 February 2012. UN-Oceans gave a speech, and was part of the interview panel. UN-Oceans Side Event at COP-17, Durban, South Africa. 8 December 2011. This event was organised by UN-Oceans	Integration through sharing information, knowledge, experiences, good practice as well as current initiatives. Organizations can see what else is being done. • A data base on the roles, potentials, strengths and programs of relevant stakeholders; • Dynamic and interactive mechanisms for information exchange and dissemination among all partners; • Organizing a regular exchange of views on policy in the field of energy and related activities, as well as developing partnerships. • Knowledge Network Programme - expanding the knowledge base. Internally, the Knowledge Network enables UN-Energy members to engage in efficient internal discussions and knowledge sharing activities at all working levels, drawing from each member's comparative advantages.[76] Knowledge brought by different members is utilised. Promoting coherence in the UN system's multi-disciplinary response to WSSD by: • Acting as a gateway for sharing information, knowledge, experiences and good practices as well as initiatives in all aspects for implementing the JPOI; • Maintaining an overview of on-going and planned work within the system and building/strengthening synergies among independent initiatives at the national, sub	Dissemination of knowledge is promoted through a wider variety of instruments. Communication is through face to face, electronic, and paper forms, workshops, reports, policy briefs, fact sheets, online website interface, web based communication (including multimedia), meetings, newsletters, fact sheets, water-wiki page and a very active events schedule. Information is frequently available in different languages. UN Water Facilitates timely, coordinated and effective responses by the UN System and its partners at global, regional and country levels in relation to both policy development and implementation. A wealth of knowledge of the different UN-Water members is employed. Members bring in knowledge as they have decision making power. 'Water-wiki' allows any registered user to add/edit their own information online.

[76] UN-Energy, "Terms of Reference". Available from http://www.un-energy.org/about/terms-of-reference.

[77] Ibid

Criteria	UN-Oceans	UN-Energy	UN-Water
		regional, regional and global levels; • Promoting joint programming, harmonization and cooperation in the energy-related activities of the organizations of the system; • Building on and drawing lessons from past experience in inter-agency collaboration on energy.[77] UN-Energy has participated in several events, but communications of the collaborative mechanism is facilitated primarily through electronic means.[78] Though a very active Facebook account, as well as twitter. A YouTube channel with close to 500 views, and an email newsletter. There is also a physical presence for face to face conversation at conferences and events.	
Instruments employed	Informal Instruments: • Members reporting to other UN-Oceans members through the UN-Oceans annual report; • Newsletters through UN-Atlas of the Oceans	Informal Instruments: • Information centres - extensive use of information and communication technologies (newsletters, Facebook, Twitter, You Tube, news feed on their website);	Informal Instruments: • Reporting - Chair of UN-Water, or someone designated by him/her, reports back to HLCP on progress when requested.[79] Regular reporting to UN-Water members and partners on noteworthy developments within respective priority area. Reporting is generally done at the UN-Water Senior Programme Manager meetings.[80] • Information centres - extensive use of information and communication technologies (newsletters, face book, twitter, you tube) • Environmental Quality targets and environmental monitoring.

[78] Ibid

[79] UN-Water, "Operational Guidelines". Available from http://www.unwater.org/downloads/UNWATEROPGUIDELINES.pdf, p.4.

[80] UN-Water, "UN-Water Work Programme 2010–2011". Available from http://www.unwater.org/downloads/UNW_Workplan_2010_2011.pdf, p.10.

Annex III

List of member States consulted

(ENGLISH ONLY)

Australia	Greece	Monaco	South Africa
Argentina	Guatemala	Morocco	Spain
Belgium	Iceland	Netherlands	Sri Lanka
Brazil	India	New Zealand	Sweden
Canada	Indonesia	Nigeria	Thailand
China	Jamaica	Norway	Trinidad and Tobago
Cuba	Japan	Pakistan	Turkey
Cyprus	Kenya	Papua New Guinea	United Kingdom of Great Britain and Northern Ireland
Egypt	Madagascar	Republic of Korea	United States of America
Fiji	Malaysia	Russian Federation	Venezuela
France	Maur	Singapore	Viet Nam
Germany	Mexico	Solomon Islands	Yemen

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Annex IV

Overview of actions to be taken by participating organizations on JIU recommendations JIU/REP/2012/3

(ENGLISH ONLY)

		Intended impact	United Nations, its funds and programmes														Specialized agencies and IAEA											
			CEB	United Nations*	UNCTAD	UNODC	UNEP	UN-Habitat	UNHCR	UNRWA	UNDP	UNFPA	UNICEF	WFP	UN Women	UNOPS	ILO	FAO	UNESCO	ICAO	WHO	UPU	ITU	WMO	IMO	WIPO	UNIDO	UNWTO	IAEA
Report	For action		☒	☒	☐	☐	☒	☐	☐	☐	☒	☐	☐	☐	☐	☐	☒	☒	☒	☐	☐	☐	☐	☒	☒	☐	☒	☒	☒
	For information		☐	☐	☒	☒	☐	☒	☒	☒	☐	☒	☒	☒	☒	☒	☐	☐	☐	☒	☒	☒	☒	☐	☐	☒	☐	☐	☐
Recommendation 1		o/e		L																									
Recommendation 2		o/e	E	E																									
Recommendation 3		e/g		L			L				L						L	L	L					L			L	L	L
Recommendation 4		g/o	E	E																									
Recommendation 5		c		L			L				L						L	L	L					L			L	L	L

Legend: **L:** Recommendation for decision by legislative organ
E: Recommendation for action by executive head
☐: Recommendation does not require action by this organization

Intended impact: **a:** enhanced accountability **b:** dissemination of best practices **c:** enhanced coordination and cooperation **d:** enhanced controls and compliance **e:** enhanced effectiveness **f:** significant financial savings **g:** enhanced efficiency **o:** other

* Covers all entities listed in ST/SGB/2002/11 other than UNCTAD, UNODC, UNEP, UN-HABITAT, UNHCR, UNRWA.